

Message Text

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ACTION IO-13

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AMEMBASSY VIENNA PRIORITY

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FOR PARIS UNESCO, ROME FODAG, VIENNA IAEA AND UNIDO,
MONTREAL ICAO.

E.O. 11652: N/A

TAGS: EAID, CERP, PK

SUBJ: CERP 0008 - UNDP; EVALUATION OF U.N. ASSISTANCE PROGRAMS

REF: STATE 72386

BEGIN SUMMARY: NEW UNDP RESREP IS CONTINUING AND
STRENGTHENING PREDECESSOR'S PATTERN OF EFFECTIVE COORDINATION
OF DESIGN, IMPLEMENTATION AND EVALUATION OF ALL UN
DEVELOPMENT ACTIVITIES. HIS ABILITY TO DO SO WITH INDEPENDENT
AGENCIES TO BE DETERMINED LARGELY BY PERSONALITIES
INVOLVED. IN THIS CONTEXT MISSION CONCERNED ABOUT POSSIBLE
MOVE TOWARD GREATER SEPERATISM BY HQS OF INDEPENDENT AGENCIES
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SUCH AS FAO. COORDINATION WITH WORLD BANK, BILATERAL

DONORS AND AID IS EXCELLENT. RELATIONS WITH GOVERNMENT ARE CLOSE AND PRODUCTIVE. UNDP AUSTERITY PROGRAM HAS BEEN AUSTERE BUT MANAGEABLE. MISSIONS OVERALL VIEW OF QUALITY OF UN PROJECTS IS POSITIVE WITH EXTREMES MARKED BY SOME DEFINITE SUCCESSES AND A FEW FAILURES. END SUMMARY.

A. ROLE OF UNDP IN UN DEVELOPMENT SYSTEM.

1) THE NEW UNDP RESREP MR. JACOB EVERTS ARRIVED IN OCTOBER 1975 BRINGING WITH HIM MANY YEARS OF EXPERIENCE IN DEVELOPMENT INVESTMENT TO ADD TO THE PROFESSIONALISM EXHIBITED BY THE UNDP OVER THE LAST 3 YEARS.

2. UNDP PROGRAM:

THE RESREP CONTINUES TO BE THE FOCAL POINT OF ALL PROJECT FORMULATION, IMPLEMENTATION/EVALUATION, AND PROJECT AND INVESTMENT FOLLOW-UP. FREQUENT CONSULTATIONS TAKE PLACE BETWEEN THE RESREP, HIS STAFF AND UN AGENCIES' PROJECT PERSONNEL. THE NEW REP HAS INTRODUCED PROJECT MANAGERS' MEETINGS AT 4-6 MONTHS INTERVALS TO FACILITATE A PROGRAM APPROACH TO THE IMPLEMENTATION OF THE 1972-76 PAKISTAN COUNTRY PROGRAM.

3. UN-SYSTEM TA OTHER THAN UNDP:

THE RESREP IN PAKISTAN IS ALSO THE REPRESENTATIVE OF UNCTAD, IMCO, ITU, WMO, UNESCO, ICAO, UPU, UNEP, UNDND/UNFDAC AND WFP. ALL ASSISTANCE

BY THESE AGENCIES UNDER THEIR REGULAR PROGRAMS (WITH THE EXCEPTION OF THE UNDND/UNFDAC AND WFP PROGRAMS CONSISTING PRIMARILY OF FELLOWSHIP TRAINING) IS CHANNELLED THROUGH THE UNDP OFFICE. THE WHO, ILO AND FAO MAINTAIN THEIR OWN COUNTRY REPRESENTATIONS. THE FAO COUNTRY REP ALSO SERVES AS UNDP SENIOR AGRICULTURE ADVISOR. DUE TO THIS, DUPLICATION OF EFFORTS BETWEEN UNDP'S PROGRAM AND FAO'S REGULAR PROGRAM IS AVOIDED. FYI. FAO RECEIVES APPROXIMATELY 30 PERCENT OF UNDP'S PROGRAM FOR PAKISTAN. FAO TRUST FUND PROJECTS ARE APPROXIMATELY DOLS100,000. END FYI. ILO AND WHO ARE IMPLEMENTING THEIR OWN REGULAR TA PROGRAMS. THE LATTER MAINTAINS THE LARGEST NON-UNDP UNCLASSIFIED

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FINANCED UN-SYSTEM TA PROGRAM IN PAKISTAN. WHILE THE RES REP DOES NOT FUNCTION DIRECTLY AS A COORDINATOR OF THESE, HE MAINTAINS A CLOSE LIAISON WITH THE TWO AGENCY REPS. THIS IS FACILITATED BY THE FACT THAT ALL UNITED NATIONS OFFICES EXCEPT, FOR UNIC OFFICES ARE HOUSED IN THE SAME BUILDING. WEEKLY MEETINGS CHAIRED BY THE RESREP WITH ALL HEADS OF UN AGENCIES INVOLVED IN TA PROGRAMS IN PAKISTAN AND UNIC SERVE AS A FURTHER MECHANISM FOR UN-SYSTEM AID COORDINATION.

MISSION FEELS THAT REP GENERALLY HAS GOOD RELATIONSHIPS WITH REPRESENTATIVES OF THESE UN BODIES. HOWEVER, WE MUST STRESS THAT THESE RELATIONSHIPS ARE GOVERNED MORE BY PERSONALITIES INVOLVED THAN BY DIRECT LINES OF AUTHORITY AND ARE SUBJECT TO FLUCTUATION WITH CHANGES OF PERSONNEL.

4. RR RELATIONSHIP WITH HOST GOVERNMENT

THE NEW RESREP ARRIVED JUST PRIOR TO THE INTRODUCTION BY UNDP/HQ OF SPECIAL MEASURES TO COUNTERACT UNDP'S LIQUIDITY PROBLEMS. AS A CONSEQUENCE, CONTACTS HAVE BEEN PARTICULARLY INTENSIVE WITH THE ECONOMIC AFFAIRS AND PLANNING DIVISIONS OF THE MINISTRY OF FINANCE, PLANNING AND DEVELOPMENT. AT THE SAME TIME, THE NEW RESREP HAS WORKED TO DEVELOP RELATIONSHIPS WITH MAJOR SECTORAL MINISTRIES. HE HAS MET WITH THE PRIME MINISTER ON TWO OCCASIONS SINCE HIS ARRIVAL IN OCTOBER 1975.

5. RR RELATIONSHIP WITH AGENCIES AT HQ LEVEL

THE NEW RESREP HAS NOT YET VISITED ANY AGENCY HEAD-QUARTERS APART FROM HIS BRIEFING BEFORE ASSIGNMENT. HOWEVER, IN THE RECENT LIQUIDITY PROBLEMS FORCING UNDP TO REPHASE SOME 20 PERCENT OF THE PROGRAMMED 1976 ACTIVITIES INTO 1977 AND SUBSEQUENT YEARS, AGENCIES HAVE ACCEPTED THE RESREP'S RECOMMENDATIONS ON 1976 CUTBACKS.

6. UNDP/WORLD BANK COORDINATION

IN FY 1975/76 THE WORLD BANK SERVED AS EXECUTING AGENCY TO THREE UNDP-FIANCED PRE-INVESTMENT PROJECTS, TWO OF WHICH, - A SLUM IMPROVEMENT PROJECT IN KARACHI AND AN URBAN WATER PROJECT IN LAHORE - HAVE GENERATED BANK LOAN

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AGREEMENTS OF DOLS15 MILLION AND DOLS20 MILLION RESPECTIVELY; THE THIRD PROJECT INVOLVING A MASTER PLAN FOR THE DEVELOPMENT OF THE INDUS BASIN IS GEARED TO A SUBSTANTIAL FUTURE CAPITAL INVESTMENT PROGRAM LIKELY TO BE FINANCED BY THE WORLD-BANK AND OTHER DONORS. THEREFORE, THE CURRENT UNDP/BANK PROGRAM CAN BE CONSIDERED AS COMPLEMENTARY AT THE FIELD OFFICE LEVEL. THE UNDP RES REP AND HIS STAFF CONTINUE TO HAVE GOOD WORKING RELATIONS WITH THE WORLD BANK RESREP AND HIS STAFF. VISITING UN-SYSTEM MISSION INCLUDING BANK APPRAISAL MISSIONS USUALLY CONSULT WITH UNDP AND BANK OFFICES TO ENSURE COORDINATION OF EFFORTS.

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TO USUN NEW YORK PRIORITY 1530

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7. AGENCY REPRESENTATION

UNDP/PAKISTAN INCLUDES A UNIDO SENIOR INDUSTRIAL ADVISOR AND A FAO SENIOR AGRICULTURAL ADVISOR. THEIR PRESENCE AMONG UNDP STAFF HAS, OF COURSE, FACILITATED A MORE INTEGRATED APPROACH IN UNDP AID MANAGEMENT THAN HAS BEEN PREVIOUSLY POSSIBLE FOR THOSE COMPONENTS OF THE UNDP COUNTRY PROGRAM WHICH INVOLVE AGENCIES WITH THEIR OWN FIELD REPRESENTATION. THE COHESIVENESS DEMONSTRATED BY UN AGENCIES IS FULLY SUPPORTED BY MISSION AND WE CONTINUE TO HOPE THAT THIS COHESIVENESS WILL BECOME STRONGER AS TIME PASSES. HOWEVER, THE DESIRE FOR AUTONOMY IS STRONG IN SOME OF THESE AGENCIES AND IT EXTENDS TO ALL AREAS OF OPERATIONS. FOR EXAMPLE, RECENT STATEMENTS IN JANUARY 1976 BY THE DIRECTOR-GENERAL FAO TO THE FAO GENERAL ASSEMBLY APPEAR TO US TO BE AN ATTEMPT TO MOVE AWAY FROM THE COORDINATING

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RELATIONSHIPS ENJOYED UP TO NOW BY THESE AGENCIES. MISSION FEELS THIS IS A DANGEROUS TREND AND HOPES USUN/NY WILL ENCOURAGE U.S. DELEGATIONS TO GOVERNING BODIES OF UN AGENCIES TO EXPRESS THIS CONCERN. THIS SITUATION WOULD BE AGGRAVATED IN UN AGENCIES WERE SUCCESSFUL IN SOLICITING NON/UNDP SOURCES OF DEVELOPMENT FINANCE WITHOUT AT LEAST THE OBLIGATION TO INTEGRATE DEVELOPMENT ASSISTANCE FUNDED FROM SUCH SOURCES WITH THE PROGRAMS FINANCED BY UNDP.

8. EXTERNAL TA COORDINATION

A FORMAL AID COORDINATION MECHANISM DOES NOT EXIST IN PAKISTAN. THE OFFICIAL GOVERNMENT POSITION CONTINUES TO BE THAT COORDINATION IS A GOVERNMENT FUNCTION. THIS POSITION HAS HAD ITS EFFECT ON THE AID COORDINATION ROLE OF THE UNDP RESREP IN PAKISTAN. THE NEW RESREP HAS NEVERTHELESS TRIED TO COORDINATE AT LEAST THE UNDP-FINANCED AID PROGRAMS WITH BILATERAL PROGRAMS ESPECIALLY THE DAC-COUNTRIES, WHICH SUPPLY MOST OF THE BILATERAL TECHNICAL ASSISTANCE TO PAKISTAN. COORDINATION WITH USAID HAS BEEN GOOD, COVERING IN FY 1975/76 A VARIETY OF AREAS OF USAID INVOLVEMENT, E.G. DISASTER PLANNING, DRUG CONTROL, HEALTH PLANNING, FAMILY PLANNING, FLOOD REHABILITATION, ETC. IN VIEW OF THE PROBLEM UNDP HAS BEEN FACING IN UTILIZING CONTRIBUTIONS FROM SOCIALIST COUNTRIES, THE RESREP HAS ALSO MAINTAINED CONTINUOUS CONTACT WITH THE USSR AND THE PEOPLE'S REPUBLIC OF CHINA EMBASSIES.

9. UNDP AUSTERITY MEASURES

1976 UNDP PROGRAM IN PAKISTAN

WHILE FINAL 1975 EXPENDITURE FIGURES ARE NOT AVAILABLE YET, IT IS CERTAIN THAT ACTUAL 1975 EXPENDITURE WILL BE ABOVE DOLS7 MILLION, EXCEEDING TOTAL EXPENDITURES DURING THE PREVIOUS THREE YEARS - A CLEAR INDICATION THAT THE IMPLEMENTATION OF THE PAKISTAN UNDP/CP HAD GAINED A SUBSTANTIAL MOMENTUM PARTICULARLY IN THE NATURAL RESOURCES AND AGRICULTURE SECTORS. UNDP IN FEBRUARY 1976 ESTABLISHED A CEILING OF DOLS8 MILLION FOR PAKISTAN AS COMPARED WITH AN ESTIMATED PROGRAM OF JUST OVER DOLS9 MILLION. THIS DEVELOPMENT HAS, OF COURSE, UNCLASSIFIED

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HAD ITS IMPACT ON THE SPEED OF PROGRAM IMPLEMENTATION IN 1976. THE RESREP HAS SUCCEEDED IN ADJUSTING THE 1976 COST OF THE OPERATIONAL PROGRAM TO JUST UNDER DOLS8 MILLION, REPHASING ACTIVITIES OF LOWER PRIORITY INTO 1977, DELAYING CALLING FORWARD

OF SERVICES AND POSTPONING NEW PROJECT STARTING INTO 1977. AS OF APRIL 1976, THE RESOURCE PICTURE IN PAKISTAN UNDP/CP IS NEVERTHELESS EXTREMELY TIGHT. EXTENSION REQUESTS FOR VARIOUS PROJECTS PRESENTLY OPERATING UNDER PREPARATORY ASSISTANCE, PARTICULARLY IN THE AGRICULTURE SECTOR, ARE EXPECTED TO BRING THE REQUIRED PROGRAM COSTS ABOVE THE AUTHORIZED DOLS8 MILLION CEILING. UNLESS SLIPPAGE IN THE IMPLEMENTATION OF APPROVED INPUTS OCCURS OR DEFERRED PAYMENT AGREEMENTS ARE REACHED, SOME PROJECTS MAY HAVE TO BE CURTAILED OR EVEN TERMINATED. THE GOVERNMENT WHICH HAS BEEN FULLY INFORMED, HAS ACKNOWLEDGED UNDP'S LIQUIDITY PROBLEMS WITH UNDERSTANDING AND COOPERATION, BUT HAS EXPRESSED ITS DISAGREEMENT WITH THE DECISION ON RETRO-ACTIVE APPLICATION IN 1975 OF REVISED EXPERT STANDARD COSTS, INDICATING THAT THE PROJECT MIX (EXPERTS, FELLOWSHIPS, EQUIPMENT) IT REQUESTED FROM UNDP IN 1975 WOULD HAVE LOOKED DIFFERENTLY HAD IT KNOWN EARLIER OF THIS INCREASE. THE IMPACT ON THE 1977-81 SECOND IPF PERIOD IS, AT THIS POINT, DIFFICULT TO PREDICT, SINCE THE GOVERNMENT HAS NOT YET IDENTIFIED THE ROLE IT WANTS THE UN-SYSTEM, PARTICULARLY THE UNDP, TO PLAY IN THE IMPLEMENTATION OF THE TA COMPONENT OF THE 1976-81 FIVE-YEAR PLAN.

10. COUNTRY PROGRAMMING

UNDP/PAKISTAN AND GOVERNMENT HAVE AGREED THAT PAKISTAN'S SECOND CP WILL BE SYNCHRONIZED WITH THE FIFTH FIVE-YEAR PLAN PERIOD (1976-81). THIS SECOND CP WILL BE SUBMITTED TO THE JUNE 1977 UNDP GOVERNING COUNCIL. WE UNDERSTAND THAT THE RESREP INTENDS TO MAKE FULL USE OF UN AGENCY REPRESENTATIVES IN FORMULATING A UNDP POSITION FOR THE CP EXERCISE AND TO CONSULT WITH USAID AND OTHER MAJOR DONORS.

11. PROJECT EVALUATION AND IMPLEMENTATION

A MANAGEMENT PLAN, PUT TOGETHER BY THE UNDP PROGRAM UNCLASSIFIED

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OFFICE INCLUDES, AS AN IMPORTANT ELEMENT, TRIPARTITE REVIEWS (TR) AT SEMI-ANNUAL INTERVALS. ADVANCE REVIEW SCHEDULES ARE ISSUED ON A MONTHLY ROLLING BASIS. REVIEWS OF PROJECTS WITH A UNDP CONTRIBUTION IN EXCESS OF DOLS500,000 ARE NORMALLY ATTENDED ON THE GOVERNMENT SIDE BY SENIOR OFFICERS, THE TECHNICAL MINISTRY AND THE ECONOMIC AFFAIRS DIVISION IN ADDITION TO PROJECT COUNTERPART PERSONNEL. UNDP/AGENCY REPRESENTATION USUALLY IS AT THE RESREP/DEP. RESREP LEVEL PLUS THE PROGRAM OFFICER AND AGENCY PROJECT MANAGER RESPECTIVELY. UNDP ANNUALLY REVIEWS ALL PROJECTS CARRIED OUT UNDER ITS AUSPICES. AS A RESULT, WEAK PROJECTS WHICH

ARE DETERMINED AS UNABLE TO MEET THEIR OBJECTIVES WITHOUT SOME CHANGE IN THE PROJECT SCOPES ARE EITHER CURTAILED OR PHASED OUT. EXAMPLES OF THESE ARE:

A) UNDP/UNESCO TEXT BOOK PUBLISHING PROJECT-DOLS110,000 PHASED OUT DUE TO LACK OF QUALIFIED COUNTERPARTS.

B) INTEGRATED RURAL DEVELOPMENT PLANNING (IRDP)-DOLS105,000 - U.N. PHASE OUT DUE TO LACK OF COUNTERPARTS AND DIFFICULTY OF UN TO FIND A PRINCIPLE ADVISOR.

PROJECT UNDP CONSIDERS SUCCESSFUL ARE:

A) ASSISTANCE TO THE UNIVERSITY OF ISLAMABAD - DOLS1.8 MILLION CONTRIBUTED TOWARDS THE ESTABLISHMENT OF NATURAL SCIENCES DEPARTMENTS.

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FM AMEMBASSY ISLAMABAD

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B) LAHORE WATER SUPPLY (PHASE I) - DOLS360,000 - CARRIED OUT UNDER THE AUSPICES OF THE WORLD BANK FOR THE FORMULATION OF PRE-FESIBILITY STUDIES TO UPDATE A WATER AND SEWAGE MASTER PLAN FOR LAHORE CITY.

C) SAINDAK PORPHYRY COPPER - DOLS245,200 A PRE-FEASIBILITY STUDY FINANCED BY U.N. ON COPPER EXPLORATION IN THE SAINDAK AREA OF BALUCHISTAN.

12. USAID APPRAISAL OF PROPOSED UNDP PROJECTS.

MISSION HAS CONTINUED TO MAINTAIN CLOSE CONTACT ON ALL LEVELS WITH UNDP THROUGH MEETINGS AND JOINT REVIEW OF PROJECTS WHICH INVOLVE UNDP AND USAID. IN ADDITION ALMOST DAILY CONTACT OCCURS BETWEEN THE 2 ORGANIZATIONS RESPECTIVE PROGRAM OFFICES. THESE CONTACTS INCLUDE INFORMAL UNCLASSIFIED

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CONSULTATIONS CONCERNING DEVELOPMENT PROJECTS WHICH MAY BE OF USE TO EACH ORGANIZATION. MISSION AND UNDP HAVE PARTICIPATED JOINTLY IN PROJECT DOCUMENTATION AND EVALUATION SEMINARS. THIS HAS RESULTED IN MORE OF AN UNDERSTANDING BY EACH ORGANIZATION OF DOCUMENTATION AND EVALUATION PROCEDURES USED BY EACH OTHER.

13. WOMEN IN DEVELOPMENT

UNDP REPORTS MORE ACTIVITY IN THIS RESPECT THAN LAST YEAR. GIVEN THE GREAT PUBLICITY ACCORDED TO WOMEN AND WOMEN'S ROLE IN DEVELOPMENT THE GOVERNMENT HAS BEEN SLIGHTLY MORE AMENDABLE TOWARDS ACCEPTING FEMALE EXPERTS ON CONTRACT TO U.N. HOWEVER, IT MUST BE ADDED THAT THESE EXPERTS HAVE BEEN UTILIZED ONLY IN FEMALE RELATED ACTIVITIES SUCH AS WOMEN SEMINARS AND TEXTILE DESIGN FOR HANDICRAFTS. IN 1975 UNDP (WITH USAID AND THE ASIA FOUNDATION) ASSISTED IN THE FUNDING OF A FOLLOW UP CONFERENCE TO THE MEXICO CONFERENCE ON WOMEN IN DEVELOPMENT.
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